## Florida House of Representatives Johnnie Byrd, Speaker

**ENROLLED** 

2003 Legislature

1 A bill to be entitled 2 An act relating to the Tallahassee downtown improvement 3 authority as a body corporate; codifying, reenacting, 4 amending, and repealing chapters 71-935 and 91-394, Laws 5 of Florida; providing a popular name; providing 6 definitions; providing a statement of policy and 7 legislative findings; prescribing the boundaries of the 8 downtown area; prescribing the number, qualifications, term, and methods of appointment and removal of members; 10 providing for filling vacancies in office, for service without compensation, for reimbursement of expenses, for 11 12 bonding, and for personal liability in certain instances; 13 providing for bylaws and internal governance of the board, 14 prescribing its functions and powers, including powers to 15 acquire, own, lease, and dispose of property, to request 16 the City of Tallahassee to exercise its eminent domain power for public purposes, to issue, sell, and provide 17 18 security for revenue certificates, to borrow on short 19 term, to fix, regulate, and collect rates and charges, to 20 maintain offices, to employ and prescribe the duties, 21 authority, tenure, compensation, and expense reimbursement 22 of a director and other staff, and to exercise all 23 necessary incidental powers; prescribing for the city to 24 levy in each fiscal year an ad valorem property tax of not 25 more than 1 mill to finance board operations; providing 26 for assessment and collection thereof by the city; 27 requiring maintenance of records, budget, and fiscal 28 control; forbidding participation on behalf of the board 29 by personnel financially interested in the matter 30 involved; providing for succession by the city to the 31 property and certain functions of the board if it ceases 32 to exist or operate; regulating issuance of board revenue 33 certificates; prescribing scope of this act; providing for 34 a freeholders' election, and providing for its liberal 35 construction and severability; providing an effective 36 date.

Be It Enacted by the Legislature of the State of Florida:

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Section 1. Pursuant to section 189.429, Florida Statutes, this act constitutes the codification of all special acts relating to the Tallahassee downtown improvement authority act. It is the intent of the Legislature in enacting this law to provide a single, comprehensive special act charter for the district, including all current legislative authority granted to the district by its legislative enactments and any additional authority granted by this act.

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Section 2. Chapters 71-935 and 91-394, Laws of Florida, relating to the Tallahassee downtown improvement authority are codified, reenacted, amended, and repealed as provided herein.

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Section 3. The charter for the Tallahassee downtown improvement district is re-created and reenacted to read:

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Section 1. Popular name.--This act shall be known by the popular name the "Tallahassee downtown improvement authority act."

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Section 2. Definitions and rules of construction.--Unless qualified in the text, the following definitions and rules of construction shall apply hereto:
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- (1) "Board" means the Tallahassee downtown improvement authority hereby created, and any successor to its functions, authority, rights, and obligations.
- (2) "City" and "Tallahassee" mean the City of Tallahassee, Florida.
- (3) "City commission" means the Tallahassee city commission and any succeeding governing body of the city.
- (4) "Downtown" and "downtown area" mean the area established by the city commission as set forth herein and to which this act primarily relates, including the central business district and its environs.
- (5) "Herein," "hereby," "hereof," and similar compounds refer to the entire act.
- (6) "Including" shall be constructed as merely introducing illustrative examples and not as limiting in any way the generality of the inclusive term.
- (7) "Majority" without qualification means a majority of a quorum.
  - (8) "Mayor" means the Mayor of the City of Tallahassee.
  - (9) "State" means the State of Florida.
- (10) "Freeholder" for the purposes of this act means any owner of real property in the downtown area not wholly exempt from ad valorem taxation, whether individual, corporation, trust, estate, or partnership residing or with its principal place of business located in the United States of America.
- Section 3. Statement of policy and legislative findings.-
  (1) It is the policy of the state to make it possible for the city to revitalize and preserve property values and prevent deterioration in the downtown area by a system of self-help to correct the commercial blight of such deterioration as has developed there. The board hereby created is intended to provide a vehicle whereby property owners who will benefit directly from the results of such a program will bear the substantial cost thereof and thereby local problems may be solved on the local level through the use of machinery provided by local government.
- (2) The Legislature hereby finds and declares that among the many causes of such commercial blight in the downtown area are the following: automobile traffic flow is strangled by outmoded street patterns, proliferation of uncoordinated uses and parking areas, unsuitable topography, faulty lot layouts, fragmentation of land uses and parking areas necessitating frequent automobile movement, lack of separation of pedestrian areas from auto traffic, lack of separation of vehicle traffic lanes and railroad traffic, air pollution, and excessive noise levels from strangled auto traffic. Voluntary cooperation for coordinated development has limitations because of fragmentary ownership, distant absentee ownership and unusual conditions of title, and other conditions.
- title, and other conditions.

  (3) The downtown area is plaqued with vacant and deteriorating buildings which are neglected and produce a depressing atmosphere. Many businesses of all types have left the area for new locations in suburban shopping centers and few businesses have entered to take their places. The oldest commercial structures in the city are in this area and some are obsolete, of inferior construction, and incompatible with modern
- 114 <u>functional design as is featured in competitive shopping</u>115 <u>centers.</u>
- (4) The area now has few residences and many of the
   residences which do exist are undersized and of inferior

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construction which would not be permitted for new construction
     under the city's building code. It is in some instances a proper
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     function of government to remove blight and blighting influences
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     from commercial areas. The police power may be inadequate to
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     accomplish this purpose. One effective device for removal of the
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     blight of the downtown area is the planning and implementation
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     of planning for appropriate land use, beautification, continuity
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     of planning and aesthetic and technical design concepts, and
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     removal of deteriorated and obsolescent structures.
         (5) The Legislature further finds and declares that the
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     provisions of this act and the powers afforded to the board are
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     desirable to guide and accomplish the coordinated, balanced, and
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     harmonious development of the downtown area in accordance with
     existing and future needs; to promote the health, safety, and
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     general welfare of the area and its inhabitants, visitors,
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     property owners, and workers; to establish, maintain, and
     preserve aesthetic values and preserve and foster the
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     development and display of attractiveness; to prevent
     overcrowding and congestion; to improve auto traffic and provide
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      pedestrian safety; and to provide a way of life which combines
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     the conveniences and amenities of modern living with the
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      traditions and pleasures of the past.
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          Section 4. Downtown area description .-- The downtown area
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      includes the central business district and its environs, being
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      all lands lying within boundaries described by the city
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      commission as follows:
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          Commence at the centerline of the intersection of
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      Pensacola and Bronough Streets; thence continue
      North along the center line of Bronough Street to
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      the centerline of Call Street; thence East along
      the centerline of Call Street to the centerline of
      Duval Street; thence North along the centerline of
150 <u>Duval Street to the centerline of Tennessee</u>
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      Street: thence East along the centerline of
 152 Tennessee Street to the centerline of Gadsden
      Street; thence South along the centerline of
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      Gadsden Street to the centerline of Pensacola
      Street; thence West along the centerline of
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 156 Pensacola Street to the centerline of Monroe
      Street: thence North along the centerline of
 158 Monroe Street to the intersection of an extension
 159 of the centerline of Jefferson Street; thence West
 160 along the centerline of Jefferson Street to the
 161 centerline of Adams Street; thence South along the
 162 centerline of Adams Street to the intersection of
      an extension of the centerline of Pensacola
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      Street; thence West along the centerline of
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      Pensacola Street to the point of beginning.
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           The city commission may, from time to time, by the procedure
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      herein provided, alter or amend the boundaries of the downtown
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      area by the inclusion of additional territory or the exclusion
      of lands from the limits of the district; provided, however,
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      that no real property included within the boundaries of the
      downtown area as established herein shall be removed from said
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      area without the consent of the freeholders as provided in
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      section 13 hereinafter.
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           Section 5. Creation of the board, composition, and
 175 provisions relating to members.--There is hereby created a board
      composed of eight (8) members to be known officially as the
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       "Tallahassee downtown improvement authority." It is hereby
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 178 constituted a body corporate and an agency of the city, and
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performance by the board of its duties and exercise of its

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     powers are hereby designated municipal functions and shall be so
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     construed.
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182 (1) The mayor shall appoint the members of the board, with the concurrence of the city commission, and by majority vote of 183 its entire membership the city commission may remove a member of 184 the board for cause. A member of both the city and county commissions, appointed by the mayor and chair respectively, shall serve as ex officio members of the board. A representative 187 188 of the city-county planning department, designated by the 189 executive head of the planning department, shall also serve as 190 an ex officio member of the board.

(2) Of the initial members, one (1) shall be appointed for a term expiring July 1, 1972, two (2) for terms expiring July 1, 1973, and two (2) for terms expiring July 1, 1974; and thereafter each succeeding member shall be appointed by the mayor, with the concurrence of the city commission, for a term of three (3) years. Of the additional members, one (1) shall be appointed for a term expiring July 1, 1992; one (1) shall be appointed for a term expiring July 1, 1993; and one (1) shall be appointed for a term expiring July 1, 1994; and thereafter each succeeding member shall be appointed by the mayor, with the concurrence of the city commission, for a term of three (3) years.

(3) To qualify for appointment to the board and to remain qualified for service on it, a prospective member or a member already appointed shall be an owner of realty within the downtown area, subject to ad valorem taxation, a lessee thereof required by lease to pay taxes thereon, or a director, officer, or managing agent of an owner or of a lessee thereof so required to pay taxes thereon, but no two (2) shall be affiliates of the same corporation, partnership, or other business entity, nor shall any member be serving as a city officer or employee.

(4) Vacancy in office, which shall be filled in the manner 213 hereinabove provided within thirty (30) days of its occurrence for the remainder of the unexpired term, shall occur whenever a 214 215 member is removed from office, becomes disqualified, or is 216 otherwise unable to serve or resigns.

(5) Each member of the board shall serve without compensation for services rendered as a member, but may be reimbursed by the board for necessary and reasonable expenses actually incurred in the performance of duty. The board may require that all its members or any or all its officers or employees be required to post bond for faithful performances of duty; the board shall require such bond of all persons authorized to sign on accounts of the board; and the board shall pay bonding costs. No member of the board shall be personally liable for any action taken in attempting in good faith to perform his or her duty, or for a decision not to act, except in instances of fraud or willful neglect of duty.

Section 6. Board bylaws and internal governance.--The 230 board shall formulate and may amend its own rules of procedure and written bylaws not inconsistent herewith, and such rules of 232 procedure and written bylaws, and amendments thereto, shall not 233 become effective until approved by the city commission. A 234 majority of its entire membership shall constitute a quorum for 235 the transaction of business, but fewer than a quorum may adjourn 236 from time to time and may compel the attendance of absent

237 members. All action shall be taken by vote of at least a

majority present and voting. The board shall select one (1) of 238

239 its members as chair and another as vice chair and shall prescribe their duties, powers, and terms of serving. It shall

hold regular meetings at least once a month and shall provide in

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its bylaws for holding special meetings. All meetings shall be
     given public notice and shall be open to the public. In time for
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     submission to the governing body as required of all departments
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     of the city, the board shall prepare and submit for the approval
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     of the board a budget for the operation of the board for the
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     ensuing fiscal year, the same to conform to the fiscal year of
248 the city. The budget shall be prepared in the manner and contain
249 the information required of all departments. However, when
approved by the city commission, it shall not require approval
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     of any officer or body of the city other than the governing
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     body. No funds of the city may be included in the budget of the
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     board except those funds herein authorized and the board shall
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     not expend any funds other than those authorized by the approved
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     budget.
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Section 7. Functions of the board.--The board shall perform the following functions:

- (1) Prepare and maintain on a current basis an analysis of the economic conditions and changes occurring in the downtown area, including the effect thereon of such factors as metropolitan growth, traffic congestion, lack of adequate parking and other access facilities, and structural obsolence and deterioration.
- (2) Formulate and maintain on a current basis both shortrange and long-range plans for improving the attractiveness and accessibility to the public of downtown facilities, promoting efficient use thereof, remedying the deterioration of downtown property values, and developing the downtown area.
- (3) Recommend to the city council for its consideration and approval the actions deemed most suitable for implementing 271 the said downtown development plans, including removal, razing, repair, renovation, reconstruction, remodeling, and improvement of existing structures, addition of new structures and 274 facilities, relocation of those existing, and changes in 275 facilities for getting thereto and therefrom.
  - (4) Participate actively in the implementation and execution of approved downtown development plans, including establishment, acquisition, construction, ownership, financing, leasing, licensing, operation, and management of publicly owned or leased facilities deemed feasible and beneficial in effecting implementation for public purposes, but this subsection shall not give the board any power or control over any city property unless and until assigned to it by the city commission under the provisions of subsection (5) of this section.
  - (5) Carry on all other projects and undertakings authorized by law and within the limits of the powers granted to it by law, and such additional lawful projects and undertakings related to the downtown area as the city commission may assign to the board with its consent.

290 Section 8. Powers of the board -- In the performance of the 291 functions vested in or assigned to the board, it is hereby 292 granted the following powers:

- (1) To enter into contracts and agreements, and to sue and to be sued as a body corporate;
  - (2) To have and use a corporate seal;
- 296 (3) To acquire, own, convey, or otherwise dispose of, 297 lease as lessor or lessee; construct, maintain, improve, 298 enlarge, raze, relocate, operate, and manage property and 299 facilities of whatever type to which it holds title; and to
- 300 grant and acquire licenses, easements, and options with respect 301 thereto. However, any property owned by the board will be
- 302 subject to the applicable state and local taxes imposed thereon: 303
  - (4) To accept grants and donations of any type of

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     property, labor, or other thing of value from any public or
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     private source;
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- (5) To receive the proceeds of the tax hereby imposed upon it by trusts or other agreements validly entered into by it:
- 308 (6) To have exclusive control of funds legally available 309 to it, subject to limitations imposed upon it by law or by any 310 agreement validly entered into by it;
- (7) To cooperate and enter into agreements with other 312 governmental agencies or other public bodies;
- 313 (8) To make to or receive from the city or Leon County 314 conveyances, leaseholds, grants, contributions, loans, and other 315 rights and privileges;
- 316 (9) To request by resolution that the city exercise its 317 powers of eminent domain to acquire any real property for public 318 purposes. If the property involved is acquired, the board shall 319 take over and assume control of such property on terms mutually 320 agreed upon between the city and the board, but the board shall 321 not thereafter be authorized to sell, lease, or otherwise 322 dispose of such property so acquired without the formal consent 323 of the city council;
- 324 (10) To issue and sell revenue certificates as hereinafter 325 provided, or in any other manner permitted by law and not 326 inconsistent with the provisions hereof, and to take all steps 327 necessary for efficient preparation and marketing of the 328 certificates at public or private sale at the best price 329 obtainable, including the entry into agreements with corporate 330 trustees, underwriters, and the holders of certificates, and the 331 employment and payment, as a necessary expense of issuance, for 332 the service of consultants on valuations, costs, and feasibility 333 of undertaking, revenues to be anticipated and other financial 334 matters, architecture, engineering, legal matters, accounting 335 matters, and any other fields in which expert advice may be 336 needed to effectuate advantageous issuance and marketing;
  - (11) To fix, regulate, and collect rents, fees, rates, and charges for facilities or projects or any parts thereof or services furnished by it or under its control and to pledge the revenue to the payment of revenue certificates issued by it:
  - (12) To borrow money after approval of the city commission on its unsecured notes, for a period not exceeding nine (9) months, in an aggregate amount for all outstanding unsecured notes not exceeding fifty (50%) percent of the unpledged proceeds received during the immediately prior fiscal year from the tax hereby imposed, and at an annual rate of interest not exceeding the rate being charged at the time of the loan by banks in the city on unsecured short-term loans to local <u>businesses:</u>
- 350 (13) To acquire by rental or otherwise and to equip and 351 maintain a principal office for the conduct of its business and 352 such branch offices as may be necessary;
- 353 (14) To employ and prescribe the duties, authority, 354 compensation not to exceed the highest salary paid to other non-355 elective city employees, and reimbursement of expenses of the executive director of the board, who shall act as its chief executive officer; a general counsel, who shall be an attorney 358 in active Florida practice and so engaged at the time of 359 appointment; and such other personnel as may be necessary from 360 time to time; provided, its personnel shall not be under civil 361 service regulations, shall be employed to serve at its pleasure, 362 and with the exception of its secretary, shall not while
- 363 employed by it serve as a member of the board; 364 (15) To exercise all powers incidental to the effective 365 and expedient exercises of the foregoing powers to the extent

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dismissal.

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Participation with knowledge of such interest shall constitute malfeasance and shall result, as regards a member, in automatic

forfeiture of office, or as regards an employee, in prompt

Section 11. Provisions governing issuance of

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certificate.--Issuance of revenue certificates by the board 428 shall be governed by the following general provisions: 429

(1) Revenue certificates for purposes thereof are limited 430 to obligations that are secured solely by pledge of revenues 431 432 produced by the facility or facilities for the benefit of which 433 the certificates are issued and the sale proceeds used, that do not constitute a lien or encumbrance legal or equitable, on any 434 435 real property of the board or on any of its personal property 436 other than the revenues pledged to secure payment of the 437 certificates.

(2) The faith and credit of the city shall not be pledged 438 and the city shall not be obligated directly or indirectly to 439 make any payments on or appropriate any funds for certificates 440 441 issued by the board. 442

(3) The rate or rates of interest and the sale price of the certificates by the board shall be such that the true interest cost to it on the proceeds received from the sale shall not exceed the rate authorized by law for the city.

(4) Before issuing any revenue certificates the board shall as to each issue:

(a) Prepare or procure from a reputable source detailed 448 estimates of the total cost of the undertaking for which the 449 certificates are contemplated and of the annual revenues to be obtained therefrom and pledged as security for payment of the 451 452 <u>certificates:</u>

(b) Determine that the anticipated net proceeds from the 454 sale, together with any other funds available and intended for 455 the purposes of the issue, will be sufficient to cover all costs 456 of the undertaking and of preparing and marketing the issues or 457 connected therewith;

(c) Determine that the annual revenues anticipated from 459 the undertaking will be sufficient to pay the estimated cost of maintaining, repairing, operating, and replacing, to any necessary extent, not only the undertaking but also the punctual payment of the principal of, and interest on, the contemplated certificates; and

(d) Specify these determinations in and include the supporting estimates as parts of the resolution providing for the issue.

(5) The board may, as to any issue of revenue certificates, engage the services of a corporate trustee for the issue and may treat any or all costs of carrying out the trust agreement as part of the operating costs of the undertaking for which the certificates are issued.

(6) The board shall from time to time establish such rentals, rates, and charges, or shall by agreement maintain such control thereof, as to meet punctually all payments on the undertaking and its maintenance and repair, including reserves therefor and for depreciation and replacement.

(7) Revenue certificates may be issued for the purposes of funding, refunding, or both.

(8) All revenue certificates issued pursuant hereto shall

be negotiable instruments for all purposes. Section 12. Transfer upon cessation of the board.--Should 482 the board cease to exist or to operate for whatever reason, all 483 property of whatever kind shall forthwith become property of the 484 city, subject to the outstanding obligations of the board 485 incurred in conformity with all of the foregoing provisions, and 486 the city shall use this property to maximum extent then 487 practicable for effectuating the purposes hereof and shall

succeed to and exercise only such powers of the board as shall be necessary to meet outstanding obligations of the board and

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effect an orderly cessation of its powers and functions.

Section 13. Freeholder's referendum.--No powers shall be exercised by the board, nor shall any special taxing district be established, until such time as the freeholders not wholly exempt in the downtown area approve of this act in accordance with the referendum provisions provided herein below:

- (1) Election supervisor.--For the purpose of this referendum, the city clerk shall act as elections supervisor and do all things necessary to carry out the provisions of this section.
- (2) Registration.--Within forty-five (45) days from the date the city adopts the ordinance defining the downtown area, the clerk shall compile a list of the names and last known addresses of the freeholders in the downtown area from the tax assessment roll of the City of Tallahassee applicable as of the thirty-first day of December in the year immediately preceding the year in which the aforesaid ordinance was adopted and the same shall constitute the registration list for the purposes of the freeholders' referendum hereunder, except as hereinafter provided.
- (3) Notification.--Within the time period specified in subsection (2) above, the clerk shall notify each freeholder of the general provisions of this act, including the taxing authority and powers of eminent domain, the dates of the upcoming referendum, and the method provided for additional registration should the status of the freeholder have changed since the compilation of the tax rolls. Notification hereunder shall be by U.S. mail and in addition thereto by publication one time in a newspaper of general circulation in Leon County, Florida, within the time period provided in subsection (2) above.
- (4) Additional registration.--Any freeholder whose name does not appear on the tax rolls may register with the city at the City Hall, Tallahassee, Florida, or by mail in accordance with regulations promulgated by the clerk. The registration lists shall remain open until seventy-five (75) days after the passage of the ordinance defining the downtown area by the city council.
- (5) Voting.--Within fifteen (15) days after the closing of the registration list, the clerk shall send a ballot to each registered freeholder at his or her last known mailing address by registered U.S. mail. Said ballot shall include a description of the general provisions of this act, the assessed value of the freeholders' property, and the percent of his or her interest 534 therein. Ballots shall be returned to the city clerk by U.S. 535 mail or personal delivery at City Hall. All ballots received by 536 the clerk within one-hundred-twenty (120) days after the passage of the ordinance defining the downtown area shall be tabulated 538 by the clerk, who shall certify the results thereof to the city council no later than five (5) days after said one-hundred-540 twenty (120) day period. Any person voting on behalf of himself or herself or any corporation, trust, partnership, or estate, who has knowledge that he or she is not a freeholder as defined by this act, shall be guilty of perjury and shall be prosecuted and upon conviction, punished in accordance with the provisions of the laws of this state.
  - (6) Passage of the act.--The freeholders shall be deemed to have approved of the provisions of this act at such time as the clerk certifies to the city commission that approval has been given by the freeholders representing in excess of fifty (50%) percent of the assessed value of the property within the downtown area.

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         (7) For the purpose of this act, each vote shall be
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     weighed according to the assessed valuation of property owned by
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     each individual, estate, trust, partnership, or corporation.
     Joint and several owners of property shall each be allowed to
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     cast one (1) ballot, but each shall be marked with the
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     percentage of their interest therein and said ballots shall not
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     be tabulated in excess of the total assessed value of the
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     jointly held property.
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(8) Should the freeholders fail to approve of the 561 provisions of this act as provided herein, the city may call one 562 (1) additional referendum by resolution of the city commission 563 at any time after one (1) year from the certification of the 564 results of the previous referendum by the clerk. The additional referendum shall be held in accordance with the provisions of this section, save and except that all time periods will be computed from the date of the resolution calling for the referendum and not from the passage of the ordinance defining the downtown area. Should the freeholders fail to initially approve this act as provided herein after two (2) such referenda, all provisions of this act shall be null and void, and this act shall be repealed.

(9) Additional freeholders' elections called after increasing or decreasing the boundaries of the downtown area in accordance with section 4 of this act, shall be held in accordance with the referendum provisions for initial approval of this act; provided, however, that no provision of this act shall require the approval of freeholders in an area which has previously been approved of the provisions of this act by any referendum held hereunder.

(10) A repeal of referendum may be called by petition of 582 freeholders representing at least twenty (20%) percent of the 583 assessed value of the property in the downtown area, for the 584 purpose of abolishing the board and repealing this act. Upon 585 receipt of such a petition for a repeal referendum by the city 586 clerk, a freeholders' referendum election shall be called by the 587 city. The procedure shall be the same as provided for the 588 initial approval of this act, except that additional repeal 589 referenda may be petitioned at any time after one (1) year from 590 the certification of the results of a previous repeal referendum by the clerk. The proposition shall be put on a ballot permitting a vote for repeal of the Tallahassee downtown development board or against repeal. A vote for repeal of the board by the freeholders representing more than fifty (50%) percent of the assessed value of the property of the freeholders voting in the repeal referendum, shall cause immediate cessation of the Tallahassee downtown development board and shall 597 598 constitute repeal of this act.

Section 14. City and county authority.--The city and Leon 600 County are hereby authorized to furnish personnel, services, and material to the board without reimbursement therefore, to specifically include the services of the Tallahassee-Leon County planning department and the city attorney.

Section 15. Liberal construction and severability.--The provisions of this act, being desirable for the welfare of the city and its inhabitants, shall be liberally construed to effectuate the purposes herein set forth.

608 Section 4. Chapters 71-935 and 91-394, Laws of Florida, 609 are repealed.

Section 5. This act shall take effect upon becoming a law.